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We believe that the protection of children from harmful child labor is a community enterprise of first importance dependent upon the cooperation of parents, employers, schools, and other community agencies.

—CHILD-LABOR MANIFESTO.

UNITED STATES
DEPARTMENT OF LABOR
CHILDREN'S BUREAU



THE CHILD

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UNITED STATES
DEPARTMENT OF LABOR

FRANCES PERKINS, SECRETARY



CHILDREN'S BUREAU

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WE ARE fighting again for human freedom and especially for the future of our children in a free world. Children must be safeguarded—and they can be safeguarded—in the midst of this total war so that they can live and share in that future.—*A Children's Charter in Wartime.*

• YOUNG WORKERS IN WARTIME •

Boys and Girls Employed in Agricultural Programs—1943

BY IONE L. CLINTON

Industrial Division, U. S. Children's Bureau

During the 1943 harvest season the Children's Bureau observed farm-work programs for inexperienced boys and girls in eight States and reviewed reports from almost every section of the country. Believing that a successful emergency farm program must not only give the farmers efficient help but must also give the young people a worth-while experience, it found that some programs were a success from the point of view of all concerned—farmers, young people, parents, and community—and that others were not. The purpose of the survey was to discover what made for success or failure, how specific problems were worked out, what improvements in standards and procedures took place, and what new trends were appearing. Another purpose was to reexamine the recommendations made in "Guides to Successful Employment of Nonfarm Youth in Wartime Agriculture,"¹ prepared on the basis of experience in 1942, and see in what respects they had proved helpful, how they could be improved and strengthened, and what additions might need to be made.

Extensive surveys were made in California, New York, Oregon, and Washington, and less extensive observations in Maine, Wisconsin, New Jersey, and Colorado. Information was also obtained through interviews with State officials by the regional child-labor consultants of the Children's Bureau, and from reports prepared by directors of various Victory Farm Volunteers programs.

As in 1942, the largest number of nonfarm young people worked on day-haul programs where they lived at home and went out to work by the day; others lived in work camps and

worked out of these. Work camps were used in areas where crops were grown that require many hands for harvesting; for example, along the west and east coasts. Throughout the country a considerably smaller number of young people lived in farm homes and helped to do general farm work. In Minnesota about half of the 20,000 youngsters placed under the official program had this arrangement, and so did most of those brought into Vermont. New York used all three plans.

Need for Young Workers in 1943

Plans to recruit city boys and girls for work on farms should not be made until the official agencies have found that there will not be enough older workers available and that there is need for the particular type of project under consideration.²

Agricultural workers were drawn in 1943 from many different sources—deferred farm workers, women, nationals of Mexico, the Bahamas, and Jamaica, war prisoners, evacuated Americans of Japanese heritage, and farmers transported from areas where they were underemployed. Migrants who almost disappeared in 1942 reappeared in 1943 in considerable numbers, partly as a result of the allotment of gasoline to farm workers for transportation to areas where their work was needed. Some 1,500,000 workers were placed in farm work through official channels in 1943. Of these, 400,000 were under 18 years of age. It is the conditions under which these 400,000 youngsters lived, worked, and were carried back and forth in which the Children's Bureau is primarily interested.

¹ U. S. Department of Labor, Children's Bureau Publication 290, Washington, 1943. Prepared in consultation with the U. S. Department of Agriculture, the Office of Education, the Office of Civilian Defense, and the War Manpower Commission.

² This and other introductory statements in italics are based on the recommendations made in "Guides to Successful Employment of Nonfarm Youth in Wartime Agriculture."

The Bureau obtained evidence from many sections of the country that, contrary to expectations and except in certain crops and at certain times, there was less need for youngsters as agricultural workers than in 1942. Even where other sources of labor were available, however, youngsters were sometimes recruited as a labor reserve.

The results of recruitment without regard to need were reflected in the turning away of many young people who reported for work, or in their being given undesirable fields or orchards for picking.

The program director in a western city said that each day for a month there was an oversupply of 25 to 100 youngsters who appeared at the assembly point for assignment to day hauls. In a nearby city 100 groups of 30 to 40 children each were recruited and organized for day hauls but work was found for only 75 groups. In one case, in an area having many grape orchards, crews of young workers were placed in the poorer vineyards because regular farm laborers refused to work there.

In many areas young people were assembled in work camps and were employed only irregularly when older workers became available. Youngsters found themselves unable to earn enough to pay their board, lodging, and other costs.

According to newspaper reports, 35 boys in a work camp established at the farmers' request were employed only 4 days of the 19 they were in camp. The camp was finally disbanded and the boys sent home. The director said, "The farmers cry for help and then do not use it when it is made available."

In an eastern State 32 high-school girls in a work camp saved the bean crop, but Jamaican workers were then imported into the area and many of the farmers no longer employed the girls. At one time only 5 girls were working and the camp director said the others were running into debt for their room and board, which cost them \$10 a week. Before the camp was set up the farmers had signed an agreement to employ 75 percent of the girls steadily, but they ignored the agreement.

In areas where there was a real labor shortage, on the other hand, youngsters gave invaluable services in saving the crops.

In one such program 700 boys 14 years of age and over were employed regularly and were asked to remain longer than had been originally planned.

Obviously youngsters should not be recruited for agricultural work unless there is need for their labor and should not be sent out until farms where they are to be placed have been checked and it is ascertained that wages and picking and working conditions are acceptable and are such that young workers can earn a reasonable return for their work.³

³ For suggestions on such checking see "Supervised Student Labor on Farms," by Fred K. Spooner and J. W. Halleen. *The Child*, Vol. 8, No. 1 (July 1943), pp. 3-7. Reprints of this article may be had free by writing to the Children's Bureau.

Work camps should not be established until the need for the work of campers is determined, and unless farmers who expect to obtain labor from the camps will guarantee sufficient work so that at least enough can be earned by each youngster to pay his living costs. An agreement to supply enough work for a return at least sufficient to cover the cost of subsistence should be put into writing, and should be carefully followed.

Supervision of Work

When inexperienced young workers are employed in numbers, as they usually are for harvesting work, they should be placed in groups, each of which is under the charge of a leader.

The importance of the job of the work leader or supervisor as basic to the success of youth farm-labor programs was widely recognized⁴ and in some sections where it was planned to employ young people in agriculture, early efforts to recruit and train work leaders were made.

It was reported that when good leadership was provided programs were more satisfactory to the young people and the farmers. Where this was lacking children were reported to be learning poor work habits and even exhibiting tendencies toward delinquent behavior.

In an eastern State it was reported that youngsters in an unsupervised camp "shot craps, played poker, carried on 'foraging and stealing parties.' One group 'pestered a local tavern keeper by selling him bottles stolen from his back porch.'"

Where careful supervision was provided, property destruction was negligible and the risk of accidents minimized. Good supervision also increased production and made it more worth while for the youngsters to continue working.

The director of one successful program, where supervisors were always sent out with crews of youngsters, reported that there were no incidents of destruction on any bus or farm and no accidents.

Of one group where the work supervisor kept careful count of production, weighed each basket as it was filled, and punched a production card each worker carried for the amount earned, the farmer said that his neighbors, who thought the plan to use youngsters wouldn't work, "drop in occasionally, see the results, and ask how we do it. Well, the first thing is to realize this labor is entirely different. These boys are real workers, once they are provided with proper supervision."

⁴ A bulletin to supplement the section on work supervision in "Guides to Successful Employment of Nonfarm Youth in Wartime Agriculture," giving a detailed discussion of the work leader, his job, his qualifications, his training, and how he is recruited, is being prepared by the Children's Bureau. This is based on material planned by a group called together by the Children's Bureau on June 5, 1943, as a result of the recommendation of the May 1943 meeting of the Subcommittee on Young Workers in Wartime Agriculture of the General Advisory Committee on Protection of Young Workers. This bulletin is tentatively entitled, "Work Leaders for Nonfarm Youth Employed in Groups in Agricultural Programs."

sion. That doesn't mean the iron hand. It means someone who knows boys and knows how to get along with them. It also takes imagination on the farmer's part to make their work enjoyable."

It sometimes happened, however, that the supervisor did not stay with the program, throughout the season.

In one community, although work leaders were carefully recruited and trained, they dropped out after the first week because of the difficulty of the job; hours of work and length of time for transportation added up to a very long day. Transportation was in large double-tiered busses with only one supervisor to each busload of children. The wages of the supervisors were paid on the basis of a percentage of the amount picked by each youngster. One supervisor when he quit said, "This is too much for me."

One local committee worked out the following suggestions on supervision for the youth farm-labor program in the community:

The supervisor should not be required to oversee too large a group. Under one supervisor, groups of 15 students in tree crops, and 30 to 50 in field crops seem to work best.

All complaints should be made to the supervisor and not to any member of the crew. The supervisor must have full control on the job.

The rate of pay for the supervisor should be adequate and on the liberal side. Much better results can be achieved if the supervisor feels that his efforts are appreciated and he is willingly paid.

Age Limitations

Recruitment should be limited to boys and girls 14 years of age or over for work on day-haul programs; 16 years or over when the young workers live in farm homes or in work camps, except that in camps conducted by recognized youth-serving agencies the minimum may be 14 years.

In general, national agencies have recommended or recognized as desirable a minimum age of at least 14 years for the employment of nonfarm youngsters in agricultural work. In many State and local programs, particularly where there had been experience with the younger workers in 1942, plans were made for a 14-year minimum age. However, in some States and some localities it was planned to include children under 14 years on day hauls or even in work camps. In several places a most undesirable tendency was noted to use very young children under almost uncontrolled working conditions, even though their employment was not necessary. Under one State plan children from the fifth grade up were registered for work on farms on the ground that "the work was good for them."

The director of a camp program for youngsters from 12 years of age who worked 6 hours a day, said, "The 12- and 13-year-olds are too young, much too young."

In one camp where boys were assigned to do general farm work, such as haying, a boy of 13 was seen at midday sleeping soundly in a hot, sunny, noisy dormitory. It was said he was "not ill, just exhausted."

One program director reported that the farm work camps where the boys of 14 and 15 years lived in central living quarters and went out each day to farmers in the community for work at truck or fruit farms, "offer many problems. The theory that younger boys are able to do this harvest work since it is largely one operation does not work out in practice. While the work requires little skill, it is often hard and always monotonous. Picking berries or string beans for an entire day, even though it is only an 8-hour day and the living conditions are the best, often proves more than young boys, unaccustomed to sustained manual work, can stand."

At general farm work where the youngster lives in the farmer's home, it has been found that immaturity in relation to the responsibilities of the job and the new environment is a major cause of failing on the job and leaving the farm.

A director of a program said of boys placed in farm homes: "The main reason for the large number of failures this year is, in my opinion, the fact that with fewer boys volunteering and a larger demand, younger boys and boys less qualified were sent to the farms. With some notable exceptions, boys of 14 and 15 did not do so well as the boys of 16 and 17. Although only those of the younger boys were placed who were strong physically and showed enthusiasm for the work, many of them lacked the stamina for sustained work and the social maturity to adapt themselves to farm life."

Experience during 1942 and 1943 confirmed the belief that to protect the youngsters and to get the best results only boys and girls sufficiently mature and well-developed physically should be recruited. Young people should not be placed where they will live in farm homes and do general farm work unless they are at least 16 years old. Boys and girls working on day-haul programs or living in work camps run by recognized youth-serving agencies should be at least 14 years old.

Length of the Workday

Hours of actual work including rest periods should be not more than 8 a day for 16- and 17-year-olds, and preferably not more than 6 a day for 14- and 15-year-olds.

In many places in 1943, programs for young workers were planned so as to limit hours of actual work to 8 a day. It was reported that even when the actual working hours were limited to 8 a day, the total workday was often very much longer. Sometimes these long hours were brought about through careless planning; sometimes they were the result of the long distances traveled to reach the fields.

In a western community children were recruited without discrimination in regard to age, physical condition, and parent's consent; were loaded into trucks at 5:30 in the morning, and were sent 50 miles on farmers' trucks to work and often did not return until after 8:30. Very young children were sent. Farmers themselves finally put a stop to transporting these young children such long distances and subjecting them to these long hours, by refusing to call for them.

A report of a program with 8 hours a day of actual work in one western State reads: "The length of the day was entirely too long. Many farmers would leave the dispatching point at 6:30 in the morning and not return until 6:30 in the evening. (In a few cases farmers did not return workers until 8 p. m.) Some of the farmers commented that not much work was done after 2 p. m."

Where children were protected by reasonably short working hours, production was higher, hourly earnings were greater, turnover among young workers was lower, and supervisors were more readily available. When the hours of actual work are being set, the distance to the field, the age of the worker, and the type of work to be done should be taken into consideration. Eight hours of actual work may not be too long where the distance traveled is so short that the entire workday, including hours of actual work, lunch, and transportation, does not exceed the 10-hour limit recommended by the War Manpower Commission.⁵ When transportation requires more time, hours of actual work should be shortened accordingly.

Earnings

Wage rates—whether piece or hourly—should be the same as those paid to older beginning workers for the same type and amount of work.

In general, young workers were paid on a piece-rate basis wherever the kind of work they were doing made this practicable; in most areas they were paid at prevailing rates. Where young people were paid on an hourly, daily, or monthly basis, their wage rates were usually lower than those of experienced workers.

Even when youngsters were paid prevailing piece rates, their earnings frequently were too low to pay for shelter and board, which cost from 70 cents a day up to \$10 a week. Sometimes this occurred because youngsters were employed in crops for which inadequate wages were paid and to which experienced workers were not attracted.

In a western community it was reported that "one of the reasons for being compelled to use such young workers was the low wage scale."

⁵ Policy on Employment of Youth Under 18 Years of Age. A statement issued by the War Manpower Commission, January 30, 1943. U. S. Department of Labor, Children's Bureau, Washington, 1943.

Some groups of youngsters were assigned to fields with bad picking conditions and this led to low earnings.

In one camp in an eastern State 27 girls who worked for 17 days earned only \$651.79, or an average of \$1.42 a day each. Together they paid \$614.74 for board. Thus for the entire period they had only \$37.05 to be divided, or only 8 cents a day per girl. This came about because one farmer's field offered such poor picking that even the best pickers could not produce enough to pay their board. The girls decided to split the losses.

Youngsters should not be required to take a loss on bad fields, irregular employment, or other such conditions to which they may be exposed. In order to guarantee young workers at least a subsistence wage an adjustment of rates, taking these special conditions into consideration, may sometimes have to be made. Work camps should not be established unless farmers agree in writing to guarantee the young workers a return sufficient to cover their living expenses.

Safety and Insurance

Protection against accidents should be assured through safe work practices and farm equipment, safe transportation, safety training, and provisions for first aid and medical care. Insurance against injuries on the job should be covered by workmen's compensation insurance wherever possible and during transportation by liability insurance.

Obtaining adequate insurance coverage for injuries occurring on the job and during transportation, paid for by the farmers, is one of the most difficult problems in the programs to employ young people in agriculture. There are reports from various sections of the country that children employed as farm workers have been injured and that often no responsibility for their care was taken by the farmer.

In an eastern State a boy's foot was so badly bruised in the course of his employment that he was unable to work, infection set in, his foot had to be lanced, and he was confined to his bed for some time. The farmer had made no provision for insurance protection and permitted the boy to be without medical care for over a week after the accident. The mother in this case wrote several Government departments expressing dismay that Government agencies, school officials, and others would participate in a program and give it approval when such an important feature as protection for minors against injury and illness was not provided.

In Vermont during 1943 farmers were required, before young workers were placed on their farms, to cover these employees under workmen's compensation or to buy an insurance policy, arranged for by the State extension service, providing \$5,000 for injuries to one person in one accident, and \$10,000 for more

than one person in one accident, and up to \$500 for medical aid, including hospitalization.

A personal accident policy was arranged for by the United States Department of Agriculture. This could be purchased at a low rate by young people employed in agricultural programs when the community plan did not require the employer to carry insurance, or when the farmers refused to provide coverage. Figures on the number of policies purchased are not available, but State and local officials in some areas stated that very few policies had been bought.

Legislation in a few States and under certain conditions requires that certain farmers must take workmen's compensation insurance or prove that they are able to pay the benefits specified in the law in case of injury to one of their workers. During 1943 minimum premiums which farmers must pay to obtain this coverage were reduced in most States for the duration of the war, and it should be practicable for many farmers to cover young workers by this insurance in 1944. Whenever it is not feasible for farmers to obtain workmen's compensation insurance, some other form of insurance protecting the young workers should be provided and paid for by the farmer.

Some improvement over 1942 conditions in the safety of farmers' trucks sent to call for youngsters was noted in several places, although in other sections, trucks with no tail gates or seats were still in use.

In one community trucks picking up young people for day hauls had solid sides, tail gates, and seats. Youngsters used steps to mount the trucks, and did so under the supervision of a dispatcher. Overcrowding was not permitted. A great deal of education on safe transportation had gone into this program. A special meeting had been held, and a police inspector and others had spoken to the youngsters and the farmers. The school coordinator pointed out what improvements were needed to each farmer whose truck was not in acceptable condition.

Sanitary Conditions

Adequate drinking water from approved sources and sanitary toilet and washing facilities should be available at work.

In several States water supply and toilet facilities furnished youngsters working in organized programs seemed to have been improved since 1942. On many farms drinking water was kept cool in kegs and was served from a spigot. Youngsters were expected to furnish their own cups.

In some States, however, no improvement in sanitary conditions was noted. In many fields a common dipper in a pail of drinking water was in use and there were no toilet facilities.

School people said they felt this was one of the strongest reasons why parents objected to their children working on farms. One school official took the position that until farmers provided certain facilities the schools should not encourage youngsters to work on the farms. He said he was formerly a farmer and knew it would not be impossible to (1) set up privies in or near the fields, (2) provide pure drinking water and individual cups, (3) provide washing facilities, and (4) put up a canvas or other roof to provide shade for youngsters to eat their lunches.

Administration of the Program

Since April 1943, when a change was made in the administration of farm-labor recruitment and placement, the extension service of the college of agriculture in each State has been assigned the responsibility for the development and operation of the farm-labor program through the county extension agents. Funds for this purpose have been made available by Congress through the War Food Administration. The Federal Extension Service and the United States Office of Education worked out an arrangement whereby schools would help in the recruitment and training of young people. In most States a youth farm-labor or Victory Farm Volunteers program has been set up in the extension service with special personnel.

Agreements were made in 29 States whereby the extension services delegated some degree of responsibility for certain aspects of the programs to the United States Employment Service, which had previously been responsible for recruitment and placement of farm labor. Under the agreements, plans for the duties and responsibilities of each agency varied from State to State and in the local communities within some States.

Several States in 1943 put into effect legislation providing funds for the administration of the farm-labor program. In California the extension service and the State Farm Production Council, the agency set up by 1943 legislation, cooperated closely in the administration of the program, each agency assuming responsibility for certain aspects. In New York the various governmental agencies that participated in the operation of the 1942 program, such as the United States Employment Service, the extension service, and the department of education merged their responsibilities in the Farm Manpower Service, which grew out of the War Manpower regional committee appointed by the Governor late in 1942. In 1943 the youth farm-labor program with a \$100,000 State appropriation was administered through the New York

Farm Cadet Victory Corps, headed by a school official working under the direction of the Farm Manpower Service.

In the State of Washington, under the agreement between the extension service and the United States Employment Service, the extension service delegated the placement function to the United States Employment Service, but retained the responsibility for the issuance of publicity and for working with farmers. Arrangements as to which agency carried out certain functions varied, however, in local areas.

Community Planning

Policies governing programs should be planned by State and local committees broadly representative of interested groups and organizations including those responsible for operating the farm-labor program, farmers, parents, schools, youth-serving agencies, and health, welfare, church, labor, and other community groups.

In 1943 as in 1942, planning committees in some sections of the country continued to be composed primarily of farm groups and to serve only in an advisory capacity to the agencies operating programs. Such committees developed policies on the basis of farm needs and often were not representative of the interest of the young people, the parents, and the community.

However, in some sections of the country the interest and participation of State and local committees in planning for policies concerning the recruitment and placement of boys and girls in harvesting operations showed progress.

This progress was indicated by the inclusion on committees of representation from many different groups; in the importance placed on early planning; and in emphasis on standards for the protection of young workers.

The State of Washington is a good illustration of the progress made in planning in 1943, and of the problems still to be solved in this kind of community endeavor. In 1942 many children had been employed in harvesting operations, but State planning was not done to any extent. In 1943, however, a representative committee on children in agriculture, organized as a subcommittee of the Committee on Children in Wartime, of the State Defense Council, started work early in the year to establish standards and conditions for the recruitment and employment of young workers. The governor appointed an emergency farm-labor committee to consider all aspects of the farm-labor problem. These committees worked together on the employment of young people in agriculture, and made similar recommendations on

standards for this employment. Many of the agencies represented on the committee on children in agriculture issued bulletins on special aspects of the youth farm-labor program. In several cities near agricultural areas needing many seasonal workers local committees on children in agriculture were set up.

But the committees found that plans and recommendations were not enough to make the program a success. Recommended standards were in many cases not carried through. There was confusion about legislative standards and other information affecting the program. Carefully trained supervisors in one locality worked only during the first week of the season, and then dropped out.

At the end of the 1943 season the Washington State committee on children in agriculture and representatives of some other groups met and issued the following suggestions concerning the responsibilities of the committee for the 1944 program: (1) The administration of the farm-labor program should be coordinated and centralized. The committee should make definite suggestions to the central administrative agency on how the program should be administered in 1944. (2) Material on all aspects of the program including employment practices, regulations for release from school, functions of health and welfare departments and their relation to the program, information on farm-labor supply, and so forth, should be incorporated in one publication prepared under the direction of the committee and distributed by it. (3) Standards for age of workers, hours, and work leadership should be raised.

Experience with community participation in developing standards for the employment of boys and girls and procedures for making them effective indicate that a broadly representative committee made up of all groups interested in young people, and including membership from the agencies administering the program, offers the greatest value to all concerned.

Since community committees have proved their effectiveness in programs to employ young workers in agriculture, it may be desirable for State and local groups to consider the establishment of one committee to develop standards and advise on all types of youth employment. This would (1) permit the matching of available youngsters to jobs suited to their individual capacities and interests, and to labor needs and work opportunities in each area, (2) offer an opportunity to consider the suitability of certain types of jobs, and (3) discourage conflict in recruitment for different industries and occupations.

Additional Safeguards Needed

Experience during 1943 showed that on the whole young people had worth-while experiences and farmers obtained satisfactory results from youth farm-work programs where older boys and girls were recruited; where recruitment was based on a real need for their work; and where young workers were employed under living and working conditions that contributed to their educational growth and welfare. There is evidence that wherever community programs followed the practices presented in "Guides to Successful Employment of Non-farm Youth in Wartime Agriculture" results were better for all concerned than where children were employed under uncontrolled conditions.

However, even where programs were thus planned to adjust employment practices to the age and needs of the young workers, problems emerged for which no solution had been presented at the beginning of the 1943 season.

The most outstanding need that emerged was that for a guarantee of reasonable monetary return to the young workers. Farms should

be visited to ascertain before placement that wage rates, work available, and the facilities to do the work are such that satisfactory earnings will result. For the protection of young workers living in work camps, in addition, a guarantee for the season should be obtained from the farmers in writing.

Another need was for a shorter over-all workday. In order to cut the time spent away from home to a reasonable length it may be necessary to curtail the hours of actual work where youngsters are transported long distances.

There is also a need for broadening the aims of planning committees. A community committee on the employment of young people in agriculture should have representation from all interested groups and agencies and should provide a basis for coordinating all efforts in the community in this field. It should develop standards for recruitment and employment and recommend administrative techniques and procedures. Finally, to make its planning effective, it must carry its interest over into the period of operation of the program.

A limited supply of reprints of this article will be available from the Children's Bureau, Washington, D. C.

Employment Standards for Minors Under 18 Employed in the Army Service Forces of the War Department

A significant step looking to the protection of young workers in Federal employment is the recent order by Lt. Gen. Brehon Somervell, Commanding General of the Army Service Forces of the War Department, establishing standards for the employment of minors under 18 years of age in the Army Service Forces. This order is applicable in all installations of the Army Service Forces, and therefore it will cover most of the young workers employed by the War Department, as the Army Service Forces include the branches of that Department in which most civilian employment occurs; that is, the Ordnance Department, the Signal Corps, the Office of the Surgeon General, the Corps of Engineers, the Transportation Corps, the Quartermaster Corps, the Chemical Warfare Service, and the nine Service Commands.

This action by the Army Service Forces is of special importance, as neither Federal nor State child-labor standards legally apply to Federal employment. The United States is expressly

exempted from coverage of the Fair Labor Standards Act of 1938 and is not legally subject to the requirements of State child-labor laws, although Federal agencies in some cases have voluntarily adhered to the standards set up by State law for the employment of minors. For instance, in 1942 the War Department issued instructions to its staff to comply as far as practicable with local laws in assigning work to employees who are minors.

War conditions have served to point up this gap in coverage of child-labor protection and also the need for the establishment of basic standards to govern the employment of young workers by Federal agencies. In general, this absence of coverage was not so apparent before the war because the minimum age at that time for entrance to Federal employment, usually as high as 18, ruled out the youngest group of workers to whom protective child-labor measures usually apply. However, even before the attack on Pearl Harbor, the employment of young

workers without regard to State child-labor standards was a matter of growing concern to school and labor officials in certain localities.

As Federal areas of employment expanded with the increase in war production and military activities, critical labor shortages developed and Federal recruitment began to reach into the reservoir of youth under military age who, had they been entering private employment, would usually have been subject to legal protection under child-labor laws. In many areas it has become increasingly difficult to maintain respect for child-labor standards in private employment. Young persons who could not legally enter such employment and were refused certificates would often obtain jobs in Federally operated establishments in the same community. For instance, only recently a school superintendent in a midwestern city, who is responsible for the issuance of employment and age certificates in that locality, reported to a representative of the United States Department of Labor that he had difficulty in explaining to private employers the need for compliance with child-labor law requirements when Federal agencies were free from such restrictions.

The policies set up by the Army Service Forces to direct the practice of its installations in the employment of young workers were formulated by the Industrial Personnel Division, Army Service Forces, of which James P. Mitchell is director. They point out that, although critical labor shortages in many areas have made it desirable to employ minors under 18, the health and the educational preparation of the minors involved must be the paramount consideration in such employment, regardless of the need for labor. The standards apply to both full-time and part-time employment. They accord in general with the policies for youth employment previously formulated by the War Manpower Commission, the Children's Bureau, and the Office of Education.¹ Every effort is to be made to avoid recruitment for full-time work of minors under 18 years of age who have not finished high-school training, and students under 18 may be employed part time, but only if adult labor is unavailable for the jobs in question. Recruitment and employment of students under 18 for part-time work should have the specific approval of the appropriate public-school authorities and of the United

States Civil Service Commission or the United States Employment Service.

The employment standards established relate to minimum age, suitability of occupations, certificates of age and parental consent, hours of labor, health safeguards, wages, and adherence to State laws. The minimum-age standards are in substantial accord with the child-labor provisions of the Fair Labor Standards Act.

A summary of the standards set by the Army Service Forces follows:

Minimum age.—A 16-year minimum age is established for any employment in an Army Service Forces installation.

Suitability of occupations.—Determination as to whether an occupation is suitable for minors under 18 will be made by the medical officer upon request of the personnel officer. The latter officer is directed to make a survey of occupations and, in cooperation with the United States Civil Service Commission or the United States Employment Service and the school authorities, determine those in which students 16 and 17 years of age may be used.

Students under 18 will not be used for work in: Hazardous occupations prohibited for minors under 18 years of age under the Fair Labor Standards Act of 1938; hazardous occupations prohibited for minors under 18 by the law of the State in which the installation is located; in general, occupations that are in any way dangerous or unusually strenuous. [The order here refers to the advisory standards given in the series of leaflets, "Which Jobs for Young Workers?" published by the Children's Bureau.]

Occupations mentioned as examples of appropriate work for minors under 18 are checking, shipping where heavy lifting is not involved, clerical work, messenger service, and small-parts assembly.

Certificates of age and parental consent.—The consent of the minor's parent and a certificate of age are required as a condition of employment of each minor under 18.

Hours for full-time employment.—Maximum hours of work for minors under 18 are restricted to 8 hours a day, 48 hours a week, and 6 days a week, except as temporary deviations from this standard may be necessary to meet a special emergency.

Hours for part-time employment.—For youth under 18 attending school, the daily hours of work are to be limited to not more than 4 on school days and 8 on Saturdays, or 28 hours per week. Combined hours of school sessions and work will not exceed 9 a day; transportation factors should be taken into account so that the total hours spent in school, at work, and in transportation shall not exceed 10 a day.

Evening employment for such youth shall not extend beyond 10 p. m.; the closing hour should usually be earlier. At least 9 night hours should be free from employment. Adequate provision should be made for the safety and welfare of boys and girls who work on an evening shift.

Students shall not be used for work that interferes with their regular or adjusted school programs.

Health safeguards.—Where a number of students or other young workers under 18 are employed, the installation has the responsibility of providing a satisfactory health program and of maintaining as healthful and safe a working environment as possible. Special care should be taken to allow adequate rest and meal periods.

¹ *Policy on Employment of Youth Under 18 Years of Age*, a statement issued by the War Manpower Commission, January 30, 1943. *Statement of Policies and Standards Governing the Nonagricultural Employment of In-School Urban Youth Under 18 Years of Age*, issued jointly by the War Manpower Commission; U. S. Office of Education, Federal Security Agency; Children's Bureau, U. S. Department of Labor, Washington, 1943.

Wages.—Wages for minor workers under 18, whether full time or part time, will be determined as for adults doing similar work.

Adherence to State laws.—Army Service Forces installations will conform to child-labor and school-attendance laws of State governments having jurisdiction over the respective areas in which the installations are located.

The forward-looking action of the Army Service Forces in providing adequate labor standards for these young workers indicates an understanding of the essential relationship between good labor standards and production. By voluntarily incorporating State child-labor and school-attendance laws in their employment practice the Army Service Forces will give youth

in their employ the same minimum protection that is given to youth in comparable private employment. Such acceptance of State standards will do much to promote good relationships between the Army Service Forces installations and the communities in which they are located. Of course it does not mean that State or Federal labor departments will have authority to inspect the Federal installations. The cooperation of local employment certificate-issuing officials in issuing the required certificates of age for young persons going to work in these installations will do much to help make the standards effective.

A limited supply of reprints of this article will be available from the Children's Bureau, Washington, D. C.

Child-Labor Manifesto

Preparing for action to deal with serious wartime child-labor problems, 34 leaders concerned with industrial, educational, and health problems affecting children and young people, including representatives from 27 national organizations, have joined in issuing a "Child-Labor Manifesto." This manifesto expresses the conviction that demands for war production and essential civilian services can be met without exploiting children. It calls upon all forces in the community—the home, the school, the church, industry and commerce, labor, and social and civic agencies—to unite in action to protect children and youth through support and promotion of employment safeguards for children and youth.

The signers of the manifesto are working together for wide distribution of this statement by national organizations to their affiliated local groups. The continuing committee of the

conference group that launched this project, has prepared for use with the manifesto in this Nation-wide program, a leaflet, "Community Action on Child Labor," which gives specific suggestions for activities by local organizations. This includes suggestions on how to organize a local advisory council on child labor; organize a stay-in-school campaign; initiate action to extend vocational-counseling services in the schools; conduct a survey of the work children are doing outside school hours; consider the need for school-work projects; reduce illegal employment; work on special phases of child labor; check on health examinations for employment; and arrange discussion groups for employed young people.

Copies of the manifesto and the leaflet are available in quantities from the National Child Labor Committee, 419 Fourth Avenue, New York 16, N. Y.

BOOK NOTE

ORGANIZATION OF STUDENT HARVEST LABOR AND STANDARDS FOR STUDENT HARVEST CAMPS, compiled by California State Department of Education, May 1943. Issued by California State Farm Production Council, Sacramento, 1943. 45 pp.

The State Farm Production Council of California, seeing a need for extensive employment of students for harvesting the California crops, many of them in harvest camps, requested the State department of education to compile a bulletin establishing standards and offering suggestions for the conduct of such camps. This booklet was accordingly prepared by that department, with the assistance of other agencies charged with responsibility of enforcing laws applicable to this field. In issuing it, the council stated: "It is expected that all camps housing students of school age and adult groups from the

cities will operate in such a manner as to conform with these standards as established."

The comprehensive approach to the problem of employment of young workers in agriculture and its detailed suggestions should make this bulletin very useful to groups responsible for or contributing to such programs. Of particular interest are the suggestions on the form and content of agreements to be made, specifying mutual responsibilities between employers and operators of camps, between the school district and employers, and between schools and other agencies using school facilities to house camps. Particularly helpful detail is given in the presentation of duties and qualifications of camp directors and work supervisors. In addition, the bulletin gives information on Federal and California State legal requirements affecting the school attendance of minors and the employment of minors in agriculture, and presents in concise form much valuable advice with regard to working conditions and standards for the operation of camps.

• SAFEGUARDING THE HEALTH OF • MOTHERS AND CHILDREN

Cooperative Relationships Between State Vocational-Rehabilitation Services and Crippled Children's Services

BY A. L. VAN HORN, M. D.

Assistant Director for Crippled Children, Division of Health Services, U. S. Children's Bureau

Vocational-rehabilitation services in all the States will be expanded under the provisions of the Barden-LaFollette Vocational Rehabilitation Act, approved July 6, 1943, amending the Vocational Rehabilitation Act of 1920. To administer this expanded Federal-State civilian-rehabilitation program a new Office of Vocational Rehabilitation has been established in the Federal Security Agency. The Director is Michael J. Shortley.

This new legislation is planned to meet the special wartime need for providing for the vocational rehabilitation of persons injured in nonmilitary war services. War-disabled civilians covered by this provision include those incapacitated while serving without pay in the Aircraft Warning Service, the Civil Air Patrol, or in other protective services as a member of the United States Citizens Defense Corps; or as registered trainees taking training for such protective services; or as officers or members of the crew of a vessel owned or chartered by the United States Maritime Commission or the War Shipping Administration.

It has been pointed out by Paul V. McNutt, Federal Security Administrator, that the expansion of the Federal-State vocational-rehabilitation program will contribute to the war effort by facilitating reemployment of the physically handicapped through provisions for physical restoration where possible and for training necessary for employment. Previously the program did not provide for remedial treatment, though in many cases relatively simple surgery would materially decrease the physical handicap or even remove or fully compensate for it. The new law makes Federal money available for this purpose as well as for job training. It is estimated that more than 2 million cases currently need the attention of State rehabilitation services. The placement

of handicapped wage earners in useful employment for self-support is not only an essential humanitarian service but also a conservation measure of inestimable value and one which becomes increasingly important under war conditions.

Included among the more than 2 million cases mentioned in the preceding paragraph are several thousand and physically handicapped youths 16 to 21 years of age. According to information received from State agencies administering services for crippled children there have been 31,993 crippled youths referred to State vocational-rehabilitation agencies for service during the fiscal years 1937 to 1942, inclusive; of this number 2,483 have been fully rehabilitated. It is apparent that there are still many crippled youths of employable age who are in need of vocational training and rehabilitation.

In a communication dated January 26, 1942, from the Children's Bureau to all State crippled children's agencies the following recommendations were made:

1. That State agencies administering services for crippled children and State vocational-rehabilitation agencies develop methods of joint planning for considering the problems of individual physically handicapped children and the action to be taken with special reference to physical restoration, social adjustment, vocational guidance, vocational education, and placement in industry. It is considered that such joint planning is preferable to the practice frequently followed of routine referral of physically handicapped children of employable age to rehabilitation agencies.

2. That State agencies administering services for crippled children, and State vocational-rehabilitation agencies, develop plans for the periodic review of cases of children with physical handicaps who are under care in order to con-

sider whether all children who can benefit from training for employment have been referred to the State vocational-rehabilitation service; to evaluate the correlation of the services provided by both agencies to individual children; and to work out methods for improving such services to meet the needs of individual crippled children.

3. That State agencies administering services for crippled children and State vocational-rehabilitation agencies have a mutual understanding of their respective services and cooperative policies, preferably in the form of a written memorandum prepared jointly, which will include provision for free exchange of information regarding any physically handicapped person under 21 years of age, attendance of rehabilitation workers at diagnostic clinics held for crippled children, and provision for regular and planned case-study conferences between representatives of such agencies in developing plans for individual children.

4. That special consideration be given by State agencies to problems concerned with the physical restoration and vocational rehabilitation of youths under 21 years of age who may be rejected for general military service because of a physical handicap or honorably discharged from the armed forces with a physically handicapping condition resulting from injury, accident, or disease.

(Since transmittal of this communication provisions have been made through Federal legislation for the physical restoration and rehabilitation by the Veterans Administration of discharged veterans of the armed forces who have service-connected handicaps.)

Under the Barden-LaFollette Act the expanded State rehabilitation services may provide medical and hospital care for eligible individuals of employable age, some of whom will be under 21 years of age. The development of such services for crippled youths in this age group would duplicate in large measure the services already available in every State and Territory under the State crippled children's services. Accordingly, the Federal Office of Vocational Rehabilitation and the Division of Health Services of the Children's Bureau have agreed on certain principles and policies which will avoid such duplication of services. These principles and policies have been set forth in joint memoranda from the Children's Bureau and the Office of Vocational Rehabilitation, directed to all State crippled children's agencies and State vocational-rehabilitation agencies. In general, they refer to:

1. The importance of conferences between State officials responsible for the administration of these respective services in order that there can be a mutual understanding and agreement between the two services regarding policies and procedures which will serve the best interests of crippled children of employable age;

2. Referral by the State vocational-rehabilitation service to the crippled children's agency of patients under 21 years of age who have a crippling condition for which services may be provided under the crippled children's program;

3. Acceptance by the State crippled children's agencies of patients under 21 years of age referred to them by the vocational-rehabilitation services;

4. Exchange of information between the two agencies of all relevant information necessary for providing the needed services to any individual eligible for care under the respective programs;

5. Referral by the crippled children's agency to the State vocational-rehabilitation service of crippled youths of employable age who may be eligible for vocational training and preparation for remunerative employment;

6. Cooperation between the two State services in the development of the new medical-care features under the State vocational-rehabilitation services.

Never before has there been such an opportunity for providing services for the physically handicapped as exists under our present legislation. No crippled child in any State or Territory need be denied the necessary services which are required to bring about the greatest possible physical restoration and correction of his crippling condition. Likewise, under the new Barden-LaFollette Act corrective medical services and hospital care may now be provided for individuals of employable age having handicapping conditions, and they may also be trained in an occupation for which they are suited and may be prepared for remunerative employment. Under the United States Employment Service special consideration is given to the placement of physically handicapped persons in industry. There is still much to be done, but the progress that has been made since 1935 in the development of services for the physically handicapped is encouraging and we can look forward with greater confidence to the future development of a comprehensive plan of services that will meet more adequately their mental, physical, and social needs.

Influence of Nutrition During Pregnancy Upon the Condition of the Infant at Birth

Further evidence that the diet of the mother during pregnancy influences the condition of her infant has been published in the *Journal of Nutrition* in another paper in the series, *Nutrition Studies During Pregnancy*, by Bertha S. Burke and others.¹ Two of these papers have been already noted in *The Child* (September 1943 and January 1944).

Findings such as those in this report will undoubtedly stimulate interest in the subject of diet during the gestation period. Such interest, except as it relates to excessive weight gain in the mother, says the report, has been relatively slow to develop, because the medical profession has not been convinced that diet during preg-

nancy occupies a place of great importance in regard to either the mother or her offspring. It is generally agreed, of course, that heredity, nutrition, activity, and disease are the principal factors that determine the course of physical growth and development. Although the relative importance of each has not been established, the data presented in this study lend additional support to the conclusion that health throughout life is primarily dependent upon food and nutrition. It is also recognized that although in the earliest part of pregnancy the ovum carries some nutrient material within itself it is largely dependent upon the mother for the material from which it is to grow and develop. The conclusions that the authors present are the same as the first three presented in the more comprehensive report, as noted in *The Child* for September 1943.

¹ Burke, Bertha S., Virginia A. Beal, Samuel B. Kirkwood, and Harold C. Stuart: *The Influence of Nutrition During Pregnancy Upon the Condition of the Infant at Birth*. *Journal of Nutrition*, vol. 26, pp. 559-583 (December 1943). Single copies of reprints of this paper may be obtained without charge by writing to the Children's Bureau.

BOOK NOTES

WHEN YOUR BABY IS COMING, by Dr. Charles Hill. Prepared for the Ministry of Health by the Ministry of Education. His Majesty's Stationery Office, London, 1943. 15 pp. Price 3d. net.

"I believe in more children, in the proper feeding and rearing of children—a job which starts with the care of the expectant mother," says Dr. Charles Hill, whose "Kitchen Front" radio talks have been reprinted by Great Britain's Ministry of Information in a series of booklets that are fundamentally sound and are written in a simple, familiar style. The most recent of the series is "When Your Baby Is Coming." Others are "Your Baby's Food in Wartime," "Wartime Food for Growing Children," and "Wise Eating in Wartime."

INFANT AND CHILD IN THE CULTURE OF TODAY, by Arnold Gesell, M. D., Frances L. Ilg, M. D., et al. Harper & Bros., New York, 1943. 399 pp. \$4.

Developmental data, nursery-school technique, and child management or "guidance" are brought together in this book, which carries the subtitle, "The Guidance of Development in Home and Nursery School." Dr. Gesell is director of the Yale Clinic of Child Development, Dr. Ilg is associate professor of child development, and the other collaborators are members of the staff.

The authors have adopted an interesting device for relating the child's developmental level to his activities as a social being. For each age level there is a section entitled "Behavior profile," which shows in a general and approximate way a typical child of this age, and a section entitled "Behavior day," which

is intended to portray the activities of this typical child around the clock and is interspersed with specific instructions to parents on child care and management. Beginning at the 18-month level there are also parallel sections for each age group on cultural and creative activities, nursery behavior (how he acts if he goes to a nursery school), and nursery techniques (advice to nursery-school teachers on how to handle a child of this age). There is also considerable factual material on self-demand schedules and self-regulation.

The book reiterates what Dr. Gesell calls the developmental philosophy of child care, a philosophy which, among other virtues, allows parents to enjoy their children.

K. B.

YOUR OWN STORY, by Marion L. Faegre. University of Minnesota Press, Minneapolis, Minn., 1943. 52 pp. Single copy, 50 cents; 10 to 1,000 copies, 25 cents each; 1,000 and up, 15 cents each.

One field in which most parents seem to feel themselves especially handicapped in guiding their children is the area of experience known as sex behavior. This pamphlet provides simple, straightforward, and friendly answers to many of the questions young children ask on this subject.

In style, content, and illustration it is designed primarily to be read by children themselves. For children who are too young to read or who prefer to listen rather than look, however, it is suitable for reading aloud.

"In the precarious but fascinating business of growing up," *Your Own Story* offers guidance for both parent and child.

• CHILD-WELFARE SERVICES •

A Typical Teen-Age Center Under Community Auspices

Teen-agers, "boys and girls together," now dance and play games in their own clubs in towns and cities in all parts of the United States. These centers have been made possible through the help of adults, but many of them were begun on the initiative of the youngsters.

The centers are called by such names as Teen-Age Club, Spider's Web, Commando Club, Campus Canteen, or just Youth Center. They are located in many kinds of buildings—a school, a church, an old garage. It is estimated that there are now between 300 and 400 such centers carried on under the auspices of public recreation departments, private settlements, youth-serving agencies, or other adults' organizations. They may be found in such places as Raleigh, N. C., Memphis, Tenn., Marshalltown, Iowa, Columbia, Mo., and Casper, Wyo.

Every center has its own individuality; no two are exactly alike. But the center at Raleigh, N. C., described here, is typical.

The Raleigh Teen-Age Club grew out of the needs of young people, mostly high-school boys and girls, who wanted a place of their own where they could dance and play games—"a place we can fix up and have there when we come back."

With the aid of the city recreation commission they looked for a place, and leased, at \$120 a month, the only building available, an old three-story garage. The club members did the work of cleaning and decorating.

The rent is paid by the club—the dues are 50 cents a month; the profits from a soft-drink stand add to the club funds. Some of the equipment was paid for by the recreation department, some by the club; some was donated as a result of radio publicity.

The first floor is used for dancing (music by an orchestra of club members, helped by a juke box). The basement is a game room with table tennis, darts, and so forth. A reading room has been established, with books provided by the public library. A small room is used for the mimeographing of the club paper. For the benefit of members who work on late-afternoon shifts, the building is opened at noon.

Membership represents all sections of the city. Most of the members are 16 or 17 years old.

A junior board of governors, composed of club members, plans most of the programs and handles problems of discipline. A senior board of governors—adults appointed by the recreation commission—acts as adviser to the club.

The recreation commission has found that young people who had not been reached by other recreation programs are joining the club.

Recreation workers in general agree upon the following principles for carrying on teen-age centers:

That adults and young people should plan together for the establishment of the center and that the operating board should include adults that are representative of neighborhood groups, of the boards and professional staffs of youth-serving agencies, of school principals and teachers, and of the general public, as well as of the young people themselves.

That the teen-age program should be an integral part of a full community program of recreation and informal education for persons of all ages, and, particularly, that the location of the centers be planned in relation to the location of existing recreation facilities.¹

That the program should be varied, including (1) active and quiet types of recreation; (2) programs suited to (a) large and small groups and (b) boys' and girls' groups, separately and combined; (3) activities promoting physical fitness, such as hikes and camping. The focus of the indoor programs should be on dancing and the game room; other activities may include such things as dramatics, photography, music, arts and crafts, and discussion. The informal atmosphere of the game room and the dance floor is likely to lead the teen-agers to take an interest in the additional activities if the adult leaders are skillful in directing the program.

¹A complete and well-established community recreation program involves: (1) Full utilization of school buildings, parks and playgrounds, camping areas, community centers, museums, and libraries, (2) development of public recreation resources, (3) conduct of various recreation activities of youth-serving agencies, settlements, and churches, and (4) use of commercial recreation facilities, such as motion pictures, theaters, dance halls, bowling alleys, swimming pools, and skating rinks, under proper control through municipal ordinances and policing.

• EVENTS OF CURRENT INTEREST •

Secretary of Labor's Annual Report

The thirty-first annual report of the Secretary of Labor, issued January 1944, includes suggestions for prompt action when peace comes, in order to facilitate the orderly return of the industrial population to normal peacetime ways. Several of the actions suggested directly affect the employment of minors. One such suggested action is the revocation of all permits that have been issued for the employment of minors for more than 8 hours a day, or for the employment of minors in ordinarily prohibited occupations. Another suggestion is that persons under 20 be encouraged to return to education—to school or college or vocational-training institutes.

Outstanding progress was made by the Children's Bureau during the year, according to the report, on (1) the provision of maternity

and infant care for the wives and infants of men in the armed services; (2) development of State and local leadership for the organization of community programs for services for children of working mothers; (3) defining the coordinated programs needed for the prevention and control of juvenile delinquency in wartime; and (4) developing safeguards for young workers employed part time or full time in wartime agriculture and essential war industries.

Memorial Service for Mary Irene Atkinson

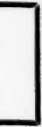
The American Public Welfare Association, the Child Welfare League of America, and the Children's Bureau will hold a memorial service in Washington, February 5, 1944, in honor of Mary Irene Atkinson, late Director of the Bureau's Child Welfare Division.

C O N F E R E N C E C A L E N D A R

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| <p>Feb. 4-6----- Conference of State Directors of Public Welfare and Supervisors of Child Welfare Services, called by the Children's Bureau at Washington.</p> <p>Mar. 6----- Child Study Association of America, New York. Permanent headquarters: 221 W. 57th Street, New York.</p> <p>Mar. 17-18----- Children's Bureau Commission on Children in Wartime. Fourth meeting. Washington.</p> | <p>Apr. 20-May 3----- International Labor Organization. Twenty-sixth annual conference, Philadelphia. Permanent headquarters: Montreal.</p> <p>May 19-22----- National Probation Association, Cleveland. Permanent headquarters: 1790 Broadway, New York.</p> <p>May 21-27----- National Conference of Social Work, Cleveland.</p> <p>May 24----- National Child Labor Committee. Cleveland. Permanent headquarters: 419 Fourth Avenue, New York.</p> |
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Infancia, a Spanish edition of *The Child*, is now being published in Mexico City, Mexico, by the Instituto Panamericano de Bibliografía y Documentación, Sr. Miguel Ferrer, Director. A limited number of copies has been made available to persons in the United States through the assistance of the Office of the Coordinator of Inter-American Affairs, and single copies may be had free by writing to the Children's Bureau, Washington 25, D. C. Subscriptions, at 60 cents (U. S. A.) a year, should be addressed to Instituto Panamericano de Bibliografía y Documentación, Apartado Postal 8626, Mexico, D. F.

Continuance of the publication of *Infancia* depends upon the number of subscriptions received.



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